

## Message Text

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ACTION A-01

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O R 251830Z MAY 77

FM AMEMBASSY BRASILIA

TO SECSTATE WASHDC IMMEDIATE 1829

WHITE HOUSE WASHDC

INFO AMCONSUL RECIFE

AMCONSUL RIO DE JANEIRO

AMCONSUL SAO PAULO

C O N F I D E N T I A L SECTION 1 OF 2 BRASILIA 4234

DEPARTMENT FOR A, WHITE HOUSE FOR MS. MARY HOYT, PRESS  
SECRETARY TO MRS. CARTER

E.O. 11652: GDS

TAGS: OVIP, BR (CARTER, ROSALYNN)

SUBJECT: MRS. CARTER'S SUBSTANTIVE DISCUSSIONS IN BRAZIL:  
SUGGESTED APPROACHES AND TOPICS

1. TO ASSIST WHITE HOUSE IN PLANNING FOR MRS. CARTER'S  
MEETINGS WITH TOP BRAZILIAN OFFICIALS, WE OFFER THE FOLLOWING  
OBSERVATIONS AS TO HOW THE SUBSTANTIVE DISCUSSIONS MIGHT  
BE MOST USEFUL AND HOW THEY MIGHT BE APPROACHED, INCLUDING  
COMMENTS ON THOSE SUBJECTS WHICH MIGHT USEFULLY BE RAISED  
BY MRS. CARTER DURING THE DISCUSSIONS AND ON SUBJECTS  
WHICH WE MIGHT REASONABLY EXPECT COULD BE RAISED BY THE  
SENIOR BRAZILIAN OFFICIALS SHE WILL MEET.

2. IN OVERALL TERMS, WE SEE THE SUBSTANTIVE SIDE OF MRS.  
CARTER'S VISIT AS AN EXCELLENT OPPORTUNITY FOR HER TO  
CONTINUE THE ENCOURAGING TREND OF THE PAST SIX WEEKS TOWARD  
ALLEVIATION OF IMMEDIATE FRICTIONS IN THE RELATIONSHIP  
BY MAKING A PERSONAL PRESENTATION OF SOME OF THE KEY  
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POINTS OF US FOREIGN POLICY OF MOST INTEREST TO THE  
COUNTRIES OF LATIN AMERICA. THIS PRESENTATION WOULD  
SERVE TO FURTHER DEFINE AND REINFORCE THE OBJECTIVES  
OF US POLICY WHILE EMPHASIZING TO HER BRAZILIAN INTER-  
LOCUTORS THAT THESE US CONCERNS ARE NOT PASSING INTERESTS,  
BUT ARE THE OUTGROWTH OF DEEP AND LASTING CONVICTIONS  
OF THE AMERICAN PEOPLE AND OF PRESIDENT CARTER HIMSELF.

WE UNDERSTAND THAT MRS. CARTER WILL COME ESPECIALLY PREPARED TO DISCUSS THE THEMES OUTLINED IN PRESIDENT CARTER'S OAS SPEECH. WE CONSIDER THIS AN EXCELLENT BASIS FOR HER DISCUSSIONS HERE, AS OAS SPEECH WAS WELL RECEIVED BY ALL LEVELS IN BRAZIL AND SPECIFICALLY COMMENDED BY FOREIGN MINISTER SILVEIRA IN BACKGROUNDER TO PRESS AND IN PERSONAL CONVERSATIONS WITH ASSISTANT SECRETARY TODMAN.

3. AS WE ANSWERED THE ADVANCE PARTY, WE DO NOT, OF COURSE, SEE MRS. CARTER'S SUBSTANTIVE DISCUSSIONS HERE AS AN EFFORT TO NEGOTIATE OR MAKE COMMITMENTS OR DECISIONS. NOR DO WE THINK THAT SHE WOULD BE EXPECTED BY THE GOB TO GIVE DETAILED RESPONSES TO SPECIFIC BRAZILIAN COMMENTS, COMPLAINTS OR INQUIRIES ABOUT ANY ASPECT OF US FOREIGN POLICY. RATHER, WE WOULD SEE HER CONVERSATIONS AS AN OPPORTUNITY TO RESTATE AND REAFFIRM GENERAL PRINCIPLES OF US POLICY, GIVING THEM A PERSONAL TOUCH AS THE PRESIDENT'S CLOSEST CONFIDANTE. AT THE SAME TIME, MRS. CARTER COULD MAKE CLEAR THAT SHE IS INTERESTED IN GENUINE EXCHANGE, THAT SHE WOULD WELCOME HEARING A FRANK EXPRESSION OF BRAZILIAN VIEWS ON THE PROBLEMS OF THE HEMISPHERE OR ON US POLICIES AFFECTING BRAZIL THAT SHE PERSONALLY COULD TAKE BACK TO HER HUSBAND.

4. WE HAVE NOT YET MADE DETAILED SOUNDINGS WITH BRAZILIAN OFFICIALS AS TO SUBJECTS THEY MAY PLAN TO RAISE WITH MRS. CARTER. WE BELIEVE THEIR APPROACH, AND THEMES TO BE FOLLOWED, WILL BE DETERMINED IN LARGE CONFIDENTIAL

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PART BY WHAT THEY UNDERSTAND TO BE HER INTERESTS. FOREIGN MINISTRY OFFICIALS HAVE ALREADY ASKED US FOR ANY INFORMATION ON TOPICS TO BE RAISED BY MRS. CARTER, ESPECIALLY WITH PRESIDENT GEISEL. WE NEED URGENTLY DEPARTMENT AND WHITE HOUSE GUIDANCE ON THIS SCORE.

5. UNTIL WE HAVE MORE DETAILED INFORMATION OF MRS. CARTER'S AGENDA, HOWEVER, AND PROCEEDING ON ASSUMPTION THAT OAS SPEECH WILL PROVIDE BASIC THEMES, SUGGEST THE FOLLOWING LINES OF COMMENT:

A. FOREIGN MINISTER SILVEIRA--AS MRS. CARTER'S TENTATIVE SCHEDULE NOW STANDS, HER FIRST OPPORTUNITY FOR SUBSTANTIVE DISCUSSIONS WILL COME IN ONE-HOUR MEETING WITH FOREIGN MINISTER SILVEIRA ON AFTERNOON OF JUNE 6. SILVEIRA SPEAKS GOOD ENGLISH, IS NORMALLY GARRULOUS, IS AT TIMES GIVEN TO MONOLOGUES AND CAN BE VEILEDLY WASPISH. NUMBER OF TOPICS MRS. CARTER MAY REASONABLY EXPECT TO RAISE MAY NECESSARILY BE LIMITED.

(1) CONSULTATIVE PROCESS--IF ISSUE IS NOT RESOLVED  
BY THEN, WE BELIEVE SILVEIRA MAY AGAIN RAISE THE QUESTION  
WHETHER THE BRAZIL-US MEMORANDUM OF UNDERSTANDING REMAINS  
OPERATIVE, OR IF HE DOES NOT RAISE IT AS A DIRECT  
QUESTION, AT LEAST TO MAKE SOME REFERENCE TO IT AS IT  
HAVING BEEN A HIGHLY USEFUL INSTRUMENT IN RESOLVING US-  
BRAZILIAN DIFFERENCES. (WE AGAIN URGE THAT THIS QUESTION  
BE RESOLVED IN WASHINGTON BEFORE MRS. CARTER'S ARRIVAL.  
IF THE DECISION TAKEN IS AGAINST THE CONTINUED OPERATION  
OF THE MOU IN ITS PRESENT FORM, WE WOULD RECOMMEND  
THAT THE BRAZILIANS BE SO INFORMED AS MUCH IN ADVANCE  
AS POSSIBLE OF MRS. CARTER'S ARRIVAL. IF THE DECISION,  
HOWEVER, IS TO CONTINUE THE MOU, IT WOULD BE USEFUL TO  
HAVE MRS. CARTER CONVEY THIS DECISION TO SILVEIRA AND TO  
PRESIDENT GEISEL.) BUT WHATEVER THE DECISION AS TO THE  
MOU, WE BELIEVE MRS. CARTER SHOULD, AT THE OUTSET OF HER  
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CONVERSATIONS WITH BOTH SILVEIRA AND PRESIDENT GEISEL,  
REAFFIRM THE STRONG DESIRE OF PRESIDENT CARTER TO CONTINUE  
WORKING WITH AND CONSULTING CLOSELY WITH BRAZIL ON A  
WIDE RANGE OF BILATERAL AND MULTILATERAL CONCERNS. IN  
THIS CONNECTION, MRS. CARTER MAY WISH TO RESTATE THE US  
INTERESTS IN CONVENING AN EARLY MEETING OF THE SUB-GROUP  
ON TRADE AND EXPRESSING THE HIGH US INTEREST IN  
RENEWED MOVEMENT BY THE SUB-GROUPS ON ENERGY AND ON  
SCIENCE AND TECHNOLOGY.

(2) ECONOMIC SUMMIT AND NORTH-SOUTH DIALOG--FOREIGN  
MINISTER SILVEIRA WOULD BE MOST INTERESTED IN HEARING,  
FROM THE FIRST LADY'S VIEWPOINT, THE PRESIDENT'S  
IMPRESSIONS OF THE DOWNING STREET SUMMIT AND ITS  
SIGNIFICANCE FOR FUTURE COOPERATION BETWEEN THE DEVELOPED  
AND THE DEVELOPING COUNTRIES. MRS. CARTER THEN MAY WISH  
TO REVIEW THE FIVE GLOBAL POLICIES CONCERNING ECONOMIC  
RELATIONS BETWEEN THE DEVELOPED AND THE DEVELOPING COUNTRIES  
MENTIONED BY PRESIDENT CARTER IN HIS OAS SPEECH AS  
BEING OF PARTICULAR INTEREST TO OTHER AMERICAN STATES:  
COMMODITY PRICES AND COMMON FUND; MULTILATERAL TRADE  
NEGOTIATIONS; SATELLITE AND SPACE COMMUNICATIONS  
TECHNOLOGY; INTER-AMERICAN DEVELOPMENT BANK; AND SPECIAL  
AID TO THE POORER COUNTRIES. IN REAFFIRMING THE  
PRESIDENT'S DETERMINATION TO CONSULT WITH THE LATIN  
AMERICAN COUNTRIES WHEN MAJOR DECISIONS ARE MADE IN  
THESE AREAS, MRS. CARTER MAY WISH TO OUTLINE THE LATEST  
WASHINGTON THINKING ON SOME OR ALL OF THESE POLICIES.

(3) CONVENTIONAL ARMS LIMITATIONS--FINALLY, IF TIME  
REMAINS, THE FIRST LADY COULD USEFULLY REVIEW THE

PRESIDENT'S MAY 22 POLICY STATEMENT ON RESTRAINTS ON US  
SALES OF CONVENTIONAL ARMAMENTS. IT WOULD BE USEFUL FOR

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O R 251830Z MAY 77  
FM AMEMBASS BRASILIA  
TO SECSTATE WASHDC IMMEDIATE 1830  
WHITE HOUSE WASHDC  
INFO AMCONSUL RECIFE  
AMCONSUL RIO DE JANEIRO  
AMCONSUL SAO PAULO

C O N F I D E N T I A L SECTION 2 OF 2 BRASILIA 4234

MRS. CARTER TO DISCUSS NOT ONLY THE INTENT OF THE POLICY, BUT  
THE CONVICTIONS AND CONCERNS OF THE PRESIDENT AND A LARGE PART OF  
THE AMERICAN PEOPLE THAT UNDERLIE THAT POLICY. SINCE BRAZIL HAS  
ONLY RECENTLY BECOME AN EXPORTER OF MILITARY EQUIPMENT, AND HAS SO  
FAR SHOWN LITTLE INTEREST IN CONVENTIONAL ARMS RESTRAINT, MRS.  
CARTER MIGHT ASK THE FONMIN FOR BRAZIL'S REACTION TO THE US POLICY  
AND ITS OWN VIEWS ON CONVENTIONAL ARMS RESTRAINTS.

B. PRESIDENT GEISEL--SINCE MRS. CARTER'S TALKS WITH PRESIDENT  
GEISEL WILL REQUIRE TRANSLATION, THE ACTUAL AMOUNT OF DISCUSSION  
TIME AVAILABLE IN HER ONE-HOUR INTERVIEW WILL BE SOMEWHAT REDUCED.

(1) PERSONAL GREETINGS AND HOPE FOR CONSULTATIONS--WHETHER OR NOT  
MRS. CARTER BRINGS A PERSONAL MESSAGE FROM PRESIDENT CARTER FOR  
PRESIDENT GEISEL, WE BELIEVE THAT AT THE OUTSET SHE SHOULD CONVEY  
THE PRESIDENT'S WARM PERSONAL GREETINGS AND EXPRESS THE PRESIDENT'S  
SATISFACTION WITH THOSE LETTERS HE HAS HAD THE PRIVILEGE OF EXCHANGING

WITH PRESIDENT GEISEL SINCE TAKING OFFICE AND HIS APPRECIATION FOR  
THE PRESIDENT'S SINCERE VIEWS.  
MRS. CARTER SHOULD REAFFIRM THE DESIRE OF PRESIDENT CARTER TO  
CONSULT AND WORK CLOSELY WITH BRAZIL ON A WIDE RANGE OF COMMON  
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CONCERNS. IF AN AFFIRMATIVE DECISION HAS BEEN MADE BY THAT TIME TO CONTINUE WITH THE CONSULTATIVE MACHINERY UNDER THE MEMORANDUM OF UNDERSTANDING, MRS. CARTER SHOULD SO INFORM PRESIDENT GEISEL IN THIS CONTEXT. WHETHER OR NOT AN AFFIRMATIVE DECISION HAS BEEN MADE, MRS. CARTER MIGHT USEFULLY, AS IN THE CASE OF HER TALKS WITH FONMIN SILVEIRA, EXPRESS THE INTEREST OF THE US IN EARLY RESUMPTION OF CONSULTATIONS IN THE SUB-GROUPS ON TRADE, SCIENCE AND TECHNOLOGY AND ENERGY, REAFFIRMING THE US VIEW THAT THEY ARE IMPORTANT AND PRODUCTIVE MEANS FOR EFFECTIVE AND SYSTEMATIC CONSULTATIONS.

(2) NON-PROLIFERATION--WE BELIEVE AT SOME POINT DURING THE VISIT MRS. CARTER MUST REITERATE THE CONCERN OF THE US AND THE PRESIDENT OVER THE THREAT OF NUCLEAR PROLIFERATION. WE CONSIDER HER CONVERSATION

WITH PRESIDENT GEISEL TO BE THE MOST APPROPRIATE OCCASION. (CONMIN SILVEIRA WILL ALMOST CERTAINLY BE PRESENT AT THIS CONVERSATION.) IF THERE ARE BY THAT TIME MAJOR NEW US POLICIES OR INITIATIVES ON NON-PROLIFERATION, WE WOULD HOPE MRS. CARTER WOULD BE PREPARED TO REFER TO THEM IN GENERAL MATTER-OF-FACT TERMS. SHE MIGHT ALSO REVIEW NEW US APPROACHES TO THE TRANSFER OF SENSITIVE NUCLEAR TECHNOLOGY. WHATEVER MAY BE THE OTHER NUCLEAR INITIATIVES OR DEVELOPMENTS SUITABLE FOR DISCUSSION, THE FIRST LADY SHOULD PLAN TO USE THE OCCASION

TO REAFFIRM HER HUSBAND-S DEEP PERSONAL CONCERN OVER THE RECONCILIATION OF THE NEED TO MEET ENERGY DEMANDS AND THE DANGERS OF NUCLEAR PROLIFERATION, BASED ON HIS OWN EXPERIENCE. SHE SHOULD STRESS HIGH-LEVEL AWARENESS IN THE US GOVERNMENT OF BRAZIL'S OWN ENERGY NEEDS AND PROBLEMS, WHICH THE US INCREASINGLY SHARES, THE SYMPATHY OF THE US FOR BRAZIL'S EFFORTS TO MEET THESE NEEDS, AND THE DESIRE OF THE US TO COOPERATE WITH BRAZIL IN FINDING SOLUTIONS TO WHAT IS INCREASINGLY A COMMON PROBLEM. WE EXPECT THAT DURING THIS PART OF THE TALKS, PRESIDENT GEISEL WILL WISH TO EXPLAIN TO MRS. CARTER BRAZIL'S REASONS FOR SEEKING A FULL-CYCLE NUCLEAR CAPABILITY, ALONG THE LINES OF THE WHITE BOOK(WHICH MRS. CARTER SHOULD READ OR BE BRIEFED ON. IT WOULD BE GRATIFYING TO THE BRAZILIANS IF SHE COULD SAY SHE HAD READ IT.)

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(3) HUMAN RIGHTS--SINCE CONSIDERABLE CONFUSION REMAINS EVEN IN UPPER LEVELS OF THE BRAZILIAN GOVERNMENT OVER THE ADMINISTRATION'S POLICY ON HUMAN RIGHTS, MRS. CARTER WOULD PERFORM A VERY USEFUL SERVICE BY REVIEWING THE CURRENT STATUS OF THE ADMINISTRATION'S THINKING ON HUMAN RIGHTS AT THIS TIME, DRAWING PARTICULARLY ON THE PRESIDENT'S SPEECHES AT THE OAS AND THE NOTRE DAME, AND SECRETARY VANCE'S SPEECH AT THE UNIVERSITY OF GEORGIA. MRS. CARTER COULD ALSO TAKE THE OPPORTUNITY TO EXPLAIN THE HISTORICAL ORIGINS OF THE

CONCERN OF THE AMERICAN PEOPLE FOR HUMAN RIGHTS IN THE US AND ABROAD AND MORE RECENT CIRCUMSTANCES THAT HAVE LED TO RE-EMPHASIZING THIS HISTORICAL CONCERN. MRS. CARTER SHOULD NOTE IN INTRODUCING THE HUMAN RIGHTS QUESTION THAT US GOVERNMENT IS AWARE OF PROGRESS PRESIDENT GEISEL HAS MADE DURING HIS TENURE IN BRINGING ABOUT IMPROVED HUMAN RIGHTS OBSERVANCE IN BRAZIL.

(4) TRADE--THERE IS AN OUTSIDE CHANCE THAT PRESIDENT GEISEL MAY MAKE REFERENCE TO BILATERAL TRADE PROBLEMS, PARTICULARLY WHAT HE MAY SEE AS A SERIES OF US PROTECTIONIST MEASURES TAKEN IN PAST TWO YEARS AGAINST BRAZILIAN MANUFACTURED PRODUCTS. THIS POINT MIGHT COME UP IN CONTEXT OF HUMAN RIGHTS DISCUSSIONS, SINCE BRAZILIAN OFFICIALS INCREASINGLY ARGUE THAT DENIAL OF OPPORTUNITIES FOR ECONOMIC ADVANCEMENT TO LESS DEVELOPED COUNTRIES IS IN ITSELF A FORM OF HUMAN RIGHTS VIOLATION. IF IT IS BROUGHT UP, MRS. CARTER MAY WISH TO NOTE THAT PRESIDENT HAS CLEARLY EXPRESSED BOTH HIS COMMITMENT TO FREE TRADE PRINCIPLES, AS MANIFESTED IN HIS DECISION AGAINST ADOPTION OF TARIFF QUOTA ON SHOES, AND HIS DETERMINATION TO "PRESS FORWARD ON THE GREAT ISSUES WHICH EFFECT THE RELATIONS BETWEEN THE DEVELOPED AND THE DEVELOPING NATIONS."

PETRONIO PORTELLA, PRESIDENT OF THE SENATE, AND MARCO MACIEL, PRESIDENT OF THE CHAMBER OF DEPUTIES--SINCE THESE TWO UYPRQS ARE ONLY 15 MINUTES EACH, AND EVEN THAT AVAILABLE TIME WILL BE REDUCED BY THE NEED FOR TRANSLATION AND EXCHANGE OF CUSTOMARY PLEASANTRIES, THE OPPORTUNITY FOR SUBSTANTIVE DISCUSSIONS WILL BE QUITE LIMITED.  
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IF THERE IS TIME, MRS. CARTER MAY WISH TO NOTE THAT, SINCE THE LEGISLATIVE BRANCH IN THE US HAS TRADITIONALLY PLAYED A VIGOROUS ROLE IN THE DEMOCRATIC GOVERNING PROCESS, IT IS ONLY NATURAL THAT THE AMERICAN PEOPLE WILL HAVE A SPECIAL CONCERN FOR EFFECTIVE AND TRULY REPRESENTATIVE PARLIAMENTARY GOVERNMENT IN OTHER LANDS. SHE MAY WISH TO NOTE THAT HER HUSBAND, THE PRESIDENT, ALSO EGAN HIS POLITICAL CAREER IN THE LEGISLATIVE BRANCH AND THE SHE AND HE BOTH ARE DEEPLY AWARE OF THE CLOSENESS OF THE LEGISLATIVE BRANCH TO THE POPULAR WILL.

D. MARIO HENRIQUE SIMONSEN, MINISTER OF FINANCE--

AT THE OUTSET OF HER ONE-HALF HOUR DISCUSSION WITH FINANCE MINISTER MARIO HENRIQUE SIMONSEN, MRS. CARTER MAY WISH ONCE AGAIN TO EXPRESS PRESIDENT CARTER'S DESIRE TO CONTINUE COOPERATING AND CONSULTING CLOSELY WITH BRAZIL ON A BROAD RANGE OF MATTERS AND TO EXPRESS THE HOPE SPECIFICALLY THAT THE SUB-GROUP ON TRADE, WHICH HAS PRODUCED SOLID RESULTS SO FAR, COULD BE RECONVENED IN THE NEAR FUTURE. SHE MAY ALSO WISH TO VOICE HER AWARENESS THAT SIMONSEN HAS BEEN FOR BRAZIL AN IMPORTANT PARTICIPANT IN THE CONSULTATIVE PROCESS THROUGH HIS REGULAR AND PRODUCTIVE EXCHANGES WITH THE US SECRETARY OF THE TREASURY

UNDER THE PREVIOUS ADMINISTRATION, AND UNDER THIS ADMINISTRATION  
WITH SECRETARY OF THE TREASURY BLUMENTHAL. SIMONSEN WOULD PROBABLY  
ELCOMME ANY PERSONAL COMMENT MRS. CARTER MAY HAVE AS TO PRESIDENT  
CARTER'S IMPRESSION OF THE LONDON SUMMIT AND ITS CONTRIBUTION TO  
COOPERATION BETWEEN DEVELOPED AND DEVELOPING COUNTRIES. SHE SHOULD  
ASK SIMONSEN'S VIEWS, FROM THE STANDPOINT OF THE INTERMEDIATE  
DEVELOPING COUNTRIES, ON THE OUTLOOK FOR THE NORTH-SOUTH DIALOG  
IN THE AFTERMATH OF BOTH THE ECONOMIC SUMMIT AND THE CIEC  
MINISTERIAL IN PRIS, WHICH WILL HAVE CNCLUDED ONLY SHORTLY EFORE  
MRS. CARTER'S VISIT, MRS. CARTER SHOULD ASK FOR THE FINANCE  
MINISTER'S ASSESSMENT OF THE CURRENT INTERNAL BRAZILIAN ECONOMIC  
SITUATION.

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